



CAJON VALLEY SCHOOL UNION DISTRICT \$125 MILLION BOND MEASURE

November 2020

SDCTA POSITION:

SUPPORT

RATIONALE:

This was a good bond package when reviewed previously. Similar package submitted, but less money. Originally was going to keep tax rate the same as before, but current level of bonding will be less. No increase of taxes, but smaller project list.

Title: Measure T

Jurisdiction: Cajon Valley Union School District

Type: Bond Issue

Vote: 55% Supermajority

Status: On the November 2020 ballot.

Issue: \$125 Million Bond Measure

Description: The issuance of \$125 Million of Proposition 39 General Obligation Bonds with an extension of current property tax rates (averaging \$13 per \$100,000 of assessed value) to fund school modernization and renovation projects.

Fiscal Impact: The total cost of the bond, including principal and interest, is estimated at \$125.8 million.

Background

The Cajon Valley Union School District (CVUSD) serves over 16,000 students from preschool through eighth grade, as well as infants with special needs. CVUSD encompasses the greater part of the City of El Cajon, in addition to County territory which reaches north to the Santee and Lakeside, east to Alpine, south to the Dehesa and Jamul-Dulzura, and west to La Mesa/Spring Valley.

CVUSD's boundary area covers 66.3 square miles and includes 27 schools.

Proposal

Cajon Valley Union School District is asking voters to consider a \$125 million bond measure to fund its highest priority needs.



Review of SDCTA Bond Support Criteria

Program Description

The Cajon Valley Union School District (CVUSD) conducted a facility needs assessment with Sillman-Wright Architects, AEC Security Specialists, and District Staff. Input was also gathered from the principals and school communities. Cumming provided cost estimating services. Nearly \$400 million in needs was identified. However, in order to size the bond so that property taxes are not increased beyond current rates, the District is asking voters to consider a \$125 million bond measure to fund its highest priority needs.

The needs were prioritized, with the highest priorities being safety and security, replacement of old portable classroom buildings with permanent buildings, and joint-community use. Certain unique program needs, such as Flying Hills School of the Arts expansion (to 8th grade), were also given priority.

Please refer to the Facilities Master Plan (Attachment 1), which was previously provided, for a detailed description of all elements of the program by location. A table was provided and will be attached. Includes new buildings and replacing buildings, re-roofing and renovations.

Program Budget and Funding

Attachment 2 contains a detailed budget/schedule/cash flow estimate, including additional anticipated project fund revenue (state modernization funding & interest), and a breakdown of estimated hard and soft costs. The estimated cost associated with borrowing is approximately \$800K (we estimate issuing the bonds in 4 series @ \$200K per series). The District does not anticipate the need for site acquisition.

Bond proceeds will be expended to modernize, replace, renovate, construct, acquire, equip, furnish, and improve facilities at the following locations:

Anza Elementary – Built in 1960	Avocado Elementary – Built in 1970
Blossom Valley Elementary – Built in 1993	Bostonia Elementary – Built in 1994
Cajon Valley Home School	Cajon Valley Middle – (Re)Built in 2006
Chase Elementary – Built in 1979	Crest Elementary – Built in 1956
EJE Academies – Built in 1948	Empower Academy/District Office – Built in 2007
Emerald Middle – Built in 1958	Flying Hills School of the Arts – Built in 1959
Fuerte Elementary – Built in 1959	Greenfield Middle – Built in 1956
Hillsdale Middle – Built in 1995	Jamacha Elementary – Built in 1991
Johnson Elementary – Built in 1954	Lexington Elementary – (Re)Built in 2015
Los Coches Creek Middle – Built in 2006	Madison Avenue Elementary – Built in 1958
Magnolia Elementary – Built in 1952	Meridian Elementary – Built in 1949
Montgomery Middle – Built in 1974	Naranca Elementary – Built in 1957
Rancho San Diego Elementary – Built in 1986	Rios Elementary – Built in 1959
Sevick – Built in 1959	Vista Grande Elementary – Built in 1981
W.D. Hall Elementary – Built in 1960	

Projects shall include, but shall not be limited to:

Student safety and security including:

- Security renovations
- Fire alarm upgrades
- Intrusion alarm upgrades
- Keyless entry systems
- Exterior LED Lighting
- Security fencing
- Intercom and clock systems
- Security camera systems and monitors

Modernization and Rehabilitation including:

- Schools, classrooms, and facilities throughout the district
- Restrooms
- School offices
- Built-in security systems
- HVAC repair and upgrade
- Multi-purpose buildings and classrooms
- Kitchen and food services facilities
- Plumbing, gas lines, electrical upgrades, dry rot, seismic upgrades, structural improvements, roofing and window replacement
- School and classroom furnishings and equipment

Classroom and Facility Construction

- Site preparation
- Construction, renovation, and/or remodeling of classrooms and school facilities throughout the district
- Permanent shade structures
- Replacement of portable classrooms with permanent buildings

Technology

- Install, repair and/or replace technological infrastructures and equipment including but not limited to computer servers, wifi systems, wiring, switches, and equipment rooms



- Classroom technology including devices for students and teachers

Cost Estimation and Feasibility

In order to ensure the feasibility of the District’s plan to complete these high-priority projects, cost estimates were obtained by Cummings, an experienced third-party estimating firm. Hard and soft costs were included, as well as estimated inflation and contingencies for unforeseen conditions. Estimated state modernization funding was included. The District carefully budgets each project and instructs the architect to design within the specific amount budgeted for construction (separate from soft cost and contingency). We utilize bid alternates and value engineering to ensure we can stay within budget. We monitor our budgets continually, so that if scope reduction is needed, it is done conscientiously with minimal impact to the project and the overall program. The District has been briefed by its legal counsel on the potential exposure of the bond program.

Program Justification

Local communities, including Cajon Valley, are greatly benefited by safe and secure school buildings designed for optimal learning. Maintenance of school facilities is a high priority at CVUSD. The District contributes 3% of its general fund revenues to a Routine Restricted Maintenance account in order to ensure that these valuable assets are maintained properly. The District has completed a District-wide Facility Needs Assessment, including security assessments at every campus. Input was gathered from Architects, Security Consultants, Facilities & Maintenance Professionals, as well as School Principals, staff, parents and students. The resulting Facilities Master Plan, which includes 10-year enrollment projections, is attached. The District does not receive adequate funding from the state to pay for its facility needs. Modernization funding is available for school buildings that have not been modernized in the past 25 years, but this funding only covers a small portion of the actual costs and requires a local match of at least 50%.

Program Execution Plan

Cajon Valley Union School District has experienced staff who have successfully managed previous bond programs: Scott Buxbaum/Assistant Superintendent, Business Services; Sharon Dobbins/Director, Long Range Planning; and James Beard/Director, Facilities Maintenance & Operations. These staff members would continue to manage this bond program. The District has saved taxpayers millions of dollars by managing its bond program in house and contracting with specific professional services as-needed rather than paying an outside firm to manage the entire program. CVUSD has received SDCTA’s highest rating (A+) on its School Bond Transparency Report Card for the past several years.

Fair and Open Competition

The District and its Governing Board agree that fair and open competition provides the best value for taxpayers. The District does not plan to enter into any Project Labor Agreements.

Bond Financing and Technology

CVUSD has adopted Board Policy, which includes the provisions in Education Code sections 15140-15150 and Government Code sections 53508.5 and 53508.6 concerning the use of capital appreciation bonds.

Deferred Maintenance and Major Repair and Replacement Plan

CVUSD budgets 3% of the general fund for Routine Restricted Maintenance. Spreadsheets showing the deferred maintenance project expenditures completed over the past ten years (Attachment 3) and planned for the current and future ten years (Attachment 4) are provided.

Financial Status

See Chart attachment with all financials.

ESTIMATED SCHEDULE/CASH FLOW														
Beginning Fund Balance	\$ 28,333,888	\$ 15,478,188	\$ 458,807	\$ 24,889,951	\$ 18,814,935	\$ 981,489	\$ 28,884,282	\$ 28,729,727	\$ 1,692,578	\$ 25,148,414				
ESTIMATED REVENUES														
DESCRIPTION/SOURCE	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	Estimated Total		
Local Bond Funds	\$ 45,359,300			\$ 51,100,000			\$ 57,450,000			\$ 63,400,000		\$ 228,309,300		
State Water-related Funds			\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000					\$ 50,000,000		
Interest	\$ 289,233	\$ 153,170	\$ 4,525	\$ 245,247	\$ 178,269	\$ 9,817	\$ 282,915	\$ 295,244	\$ 13,344	\$ 265,844		\$ 1,949,414		
TOTALS:	\$ 45,289,233	\$ 153,170	\$ 10,004,525	\$ 61,445,247	\$ 10,178,269	\$ 10,009,817	\$ 67,842,915	\$ 205,244	\$ 13,344	\$ 66,745,844		\$ 271,949,414		
ESTIMATED EXPENDITURES														
PROJECT DESCRIPTION	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030	FY2031	Total Estimated Expenditures	Estimated Hard Costs	Estimated Soft Costs
Fire Alarm Upgrades*			\$ 2,529,000	\$ 2,529,000								\$ 7,378,000	\$ 6,816,200	\$ 1,861,700
Intrusion Alarm Upgrades*	\$ 1,260,000											\$ 1,260,000	\$ 1,260,000	\$ 189,000
Keyless Entry*	\$ 2,617,540	\$ 2,917,540	\$ 2,962,920									\$ 8,538,000	\$ 7,257,200	\$ 1,280,700
New Bldg: Expansion	\$ 2,923,000	\$ 1,640,000	\$ 2,760,000	\$ 12,660,000								\$ 21,483,000	\$ 14,382,100	\$ 6,420,900
New Bldg: Replace Rains w/ Permanent*	\$ 3,850,247	\$ 4,826,340	\$ 6,142,010	\$ 2,941,266	\$ 14,588,282	\$ 6,822,719	\$ 19,568,796	\$ 11,896,796	\$ 11,216,766	\$ 19,161,766	\$ 19,762,156	\$ 124,300,000	\$ 87,269,000	\$ 27,440,000
Classroom Renovations					\$ 2,600,000							\$ 2,600,000	\$ 1,820,000	\$ 780,000
Misc. Renovations					\$ 1,049,600	\$ 9,860,400						\$ 10,910,000	\$ 7,889,200	\$ 2,290,800
Security Renovations*	\$ 100,000											\$ 100,000	\$ 78,000	\$ 28,000
LED Exterior Lighting*			\$ 248,500	\$ 248,500								\$ 497,000	\$ 417,250	\$ 72,750
Security Fencing*			\$ 472,500	\$ 472,500								\$ 945,000	\$ 804,950	\$ 142,050
Shade Structures			\$ 1,212,000									\$ 1,212,000	\$ 919,100	\$ 282,900
Sports Field Lighting					\$ 70,000	\$ 620,000						\$ 700,000	\$ 580,000	\$ 140,000
Sports Field Turf/Track Replacement				\$ 206,500	\$ 1,888,500							\$ 2,095,000	\$ 1,755,250	\$ 389,750
Intrusion Systems*	\$ 1,160,740	\$ 1,160,740	\$ 1,216,520									\$ 3,538,000	\$ 2,941,200	\$ 528,700
Security Camera Systems & Monitors*	\$ 487,200	\$ 1,626,800										\$ 2,114,000	\$ 1,943,100	\$ 242,900
Evacuation (W/Yearly)	\$ 909,867	\$ 1,201,203	\$ 2,002,000	\$ 4,225,233	\$ 6,406,667	\$ 6,468,000	\$ 6,182,000	\$ 6,128,000	\$ 6,611,000	\$ 12,816,000	\$ 13,944,000	\$ 98,265,000	\$ 47,869,500	\$ 28,515,500
Contingency for Unknown Conditions	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 194,941	\$ 1,949,414	\$ 1,284,510	\$ 584,904
Program Management (PM)	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 1,227,273	\$ 13,589,800		\$ 13,589,800
TOTALS:	\$ 15,016,667	\$ 15,016,667	\$ 25,016,667	\$ 27,020,233	\$ 27,020,233	\$ 27,020,233	\$ 29,150,000	\$ 19,150,000	\$ 19,150,000	\$ 33,200,000	\$ 38,149,414	\$ 271,949,414	\$ 184,921,040	\$ 87,026,274

Selection of Bond Agency

The District has a long history of commitment to issuing its voter approved debt through the competitive bid process. All of its bonds approved by voters in 2000 (Prop X/\$75 million) and 2012 (Prop C/\$88.4 million) were brought to market through competitive bid. In addition, all of the District's Ed-Tech bonds (approved by voters in 2016) issued to date have been offered through competitive bid, and it is anticipated that the remaining bonds will also be sold in a similar manner.



The only time the district did not use the competitive sale method was in 2011 with the sale of \$13 of federally subsidized Qualified School Construction Bonds and its 2008 Series B bonds, sold in 2012 during the financial crisis through negotiated sale to De La Rosa & Company.

If approved by the voters, it is the intent of the District to issue its 2020 tax rate extension GO bonds through competitive bid.

The District has built a strong objectives-driven financing team that serves as an extension of its business office professional staff. This team meets regularly with the Superintendent and the District's Board of Trustees to brief them on the status of the District's overall debt management as well as upcoming opportunities for additional project funding or methods to reduce overall borrowing costs to District taxpayers.

To this end, the District has had a long-term relationship with Dale Scott & Company (DS&C; as financial advisor) and Jones Hall (as bond counsel and disclosure counsel). DS&C also assists the District in the filing of its annual continuing disclosure and ADTR reports. This team, working closely with District staff, has been successful in numerous funding programs including but not limited to:

- Passage of a two-thirds voter-approved bond in November 2000
- Passage of the first GO Reauthorization Bond in San Diego County in November 2012
- The refinancing of over \$100 million of district GO bond debt resulting in direct and significant taxpayer savings for years to come
- Passage of the first GO Ed-Tech (short-term) bond in San Diego County in November 2016

In addition, under the guidance of DS&C, the District avoided the use of high-cost, non-callable capital appreciation bonds and other risky, short-sighted financing techniques. Their conservative financing approach, which is deeply shared by the District's administration and Board of Trustees, has resulted in our ability to sustain a long-term school facilities improvement program and has resulted in our goal to issue these new bonds without increasing taxes above the current tax rate.

Joint Use of Facilities

The Cajon Valley Union School District makes all its facilities available for public use. Gymnasiums, auditoriums and other facilities are made available to the public in accordance with the Civic Center Act. District staff works cooperatively with the City of El Cajon's Recreation Department in order to ensure its sports fields are available to local sports leagues and are allocated fairly. The District is proactive in maximizing community use of its facilities.

In order to maximize community benefit and efficiently apply taxpayer dollars, CVUSD shall demonstrate a good faith effort to pursue all practical opportunities to expand community joint-use facilities in every new or expanded construction project. The following language was incorporated into our resolution calling for the bond election: "The Board shall maximize the use of facilities to the broader community through Joint-Use without adversely impacting operations or finances." (ref: Section 7 of the Resolution)



Ballot Language

To replace outdated electrical wiring; increase internet access; upgrade fire alarms; improve student safety/campus security; and replace aging portables, shall Cajon Valley Union School District's measure to issue \$125 million in bonds be adopted, extending but not increasing the current tax rate (averaging \$13/\$100,000 of assessed valuation) and raising \$6.2 million annually until repaid with legal interest rates, annual audits, independent oversight, all funds spent locally, no money for administrators' salaries and qualifying for State reimbursement?

Bidding Process

The District will adopt a "No Pay to Play" policy that includes the following elements:

1. If any Person contributed \$1000 or more to any campaign for a district candidate, candidate(s) or bond program, AND if a Person bid on a project, that Person's name and amount will be listed publicly in a way that is accessible through the staff report or docket, for any governing board item to award a Bond Funded Contract to that Person. A District has the option to list all donors of \$1,000 or more.
2. If any Person contributed to any foundation organized to advance the educational goals of that school or community college, AND if that foundation made any financial contribution to any district bond campaign within the last four years, this information must be disclosed publicly in the same manner as listed above.
3. For the purposes of this Policy, the following definitions will apply:
 - a. "Person" means any individual, sole proprietor, partnership, corporation, trade association, union, council of unions, or any registered political committee administered by any such Person.
 - b. "Bond Funded Contract" means any contract for construction, maintenance, equipment, labor, engineering, architecture, program or project management, legal or financial services, or any other similar expense, that is paid from bond proceeds.
4. Our elected board members are required (at least once every two years) to complete the two-hour ethics training described in California Government Code sections 53234-53235.2

Provision for an Independent Citizens' Oversight Committee

CVUSD adopted the SDCTA's Oversight Committee Best Practices on March 8, 2016.

Adoption of SDCTA School Construction and Professional Services Procurement Best Practices Policy

CVUSD adopted the SDCTA's School Construction and Professional Services Procurement Best Practices on March 8, 2016.

Education of Governing Board Members and Oversight Committee Members

Sharon Dobbins (Long-Range Planning Director) and Dick Nasif (COC Member) have attended SDCTA’s “Envisioning and Managing Legitimate and Effective Public School Bonds” educational course. Other staff members, COC members, and Board members will also be encouraged to attend.

Criteria Item	Info Provided?	Criteria Met?	Comments
Program Description	Yes	Yes	1) Bond program outlines the needs and proposed projects at each of the District’s schools in FMP
			2) Project list focuses on modernizing facilities and infrastructure, improving safety, and replacing aging portables
			3) Estimated project costs have been provided in two priority categories
			4) Specific sites listed, specific projects per site
Program Budget and Funding	Yes	Yes	1) Bond financing scenarios included with estimated hard and soft costs added at \$125.8 million
			2) Estimated rate is \$13 per \$100,000
			3) AV assumptions are 4.5%
Cost Estimation and Feasibility	Yes	Yes	1) Cost breakdown per school site included
			2) Spending timeline included in schedule and cash flow chart
			3) Needs estimated at over \$391 million, 4% escalation costs
Program Justification	Yes	Yes	1) The District justifies the need for the measure to complete some of the projects listed in the needs assessment in the Facilities Master Plan
			2) The funds from this bond would only cover about a third of costs in total needs
Program Execution Plan	Yes	Yes	1) Estimated bond issuance schedules are provided
			2) Estimated program timeline and construction schedules provided
			3) District plans to oversee projects with the help of several contractors with extensive experience

Fair and Open Competition	Yes	No	1) District does not plan on entering into PLA
Bond Financing and Technology	Yes	Yes	1) Adopted board policy includes section of Education Codes regarding the use of capital appreciation bonds
Deferred Maintenance and Major Repair & Replacement Plan	Yes	Yes	1) Silman Wright assessed facilities.
			2) District spends 3% of funding on maintenance
			3) Deferred maintenance projects charted by school site and cost
Financial Status	Yes	Yes	1) Bond debt and lease debt included
Selection of Bond Agency	Yes	Yes	1) Dale Scott and Jones Hall
Joint Use of Facilities	Yes	Yes	1) Joint use language included
Complete Ballot and Resolution Language	Yes	Yes	1) Final ballot and resolution language included
			2) Language includes generic project list and sites to be included
Bidding Process	Yes	Yes	1) District will adopt a “No Pay to Play” policy
Provision for an “Independent Citizens’ Oversight Committee”	Yes	Yes	1) ICOC committee language established March 8, 2016
Adoption of SDCTA School construction and Professional Services Procurement Best Practices	Yes	Yes	1) District adopted SDCTA School Construction and Professional Services Procurement Best Practices on March 8, 2016
Education of Governing Board Members and Oversight Committee Members	Yes	Yes	1) Sharon Dobbins and Dick Nasif attended SDCTA’s public bonds course

